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ABSTRACT

This paper provides an overview of the education system in England and of the government's policies for the education service. The paper offers a summary rather than a comprehensive guide for England only. There are some similarities with other parts of the United Kingdom, but there also are some differences with Scotland, Wales, and Northern Ireland. The paper is divided into nine chapters, including: (1) "The Structure of Education in England"; (2) "Key Facts"; (3) "Funding and Efficiency"; (4) "Qualifications"; (5) "Improving Quality and Standards"; (6) "Choice and Diversity"; (7) "Autonomy and Accountability"; (8) "Participation"; and (9) "Outputs." Two annexes conclude the document. (EH)

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# THE ENGLISH EDUCATION SYSTEM

## AN OVERVIEW OF STRUCTURE AND POLICY

**a briefing paper**

**by**

**THE DEPARTMENT FOR EDUCATION & EMPLOYMENT**

**NOVEMBER 1995**

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# INTRODUCTION

This paper aims to give an overview of the Education system in England (in chapters 1 to 4) and of the Government's policies for the education service (chapters 5 to 8). It is a summary rather than a comprehensive guide. While it identifies the main features of the system and the key aims and policies that make up the Government's strategy, it is not a definitive statement.

The paper deals with the arrangements in England only. While there are broad similarities with the systems in Scotland, Wales and Northern Ireland, there are also some differences. Information or these other systems is available from the Scottish Office Education Department, the Welsh Office Education Department and the Department of Education for Northern Ireland respectively.

The Government's principal aim for the education service at all levels and in all forms of learning is :

**To support economic growth and improve the nation's competitiveness and quality of life by raising standards of educational achievement and skill and by promoting an efficient and flexible labour market.**

Further to this aim, the Department for Education and Employment has adopted a number of objectives, including :

- to enable children, young people and adults to achieve skills and qualifications at the highest standard of which they are capable and to ensure progress towards the National Targets for Education and Training;
- to equip young people for the responsibilities of adult life and the world of work;
- to encourage lifetime learning so that people can use their skills and knowledge to compete effectively in a changing labour market;
- to develop a coherent framework of high quality national qualifications for all ages reflecting both academic and vocational achievement;
- to promote the advancement of understanding and knowledge across all subjects, including through the support of high quality research;
- to enhance choice, diversity and excellence in education and training; and
- to provide a framework to encourage employers to invest in the skills needed for competitive business.

There are four strands to Government policy to achieve these objectives:

- action to improve the quality of the education system and the standards achieved by pupils and students;
- action to increase diversity in the education system and to increase the choice of providers available to parents and students;
- action to give local institutions greater autonomy to run their own affairs at the same time to make those institutions more accountable to students, parents, employers and taxpayers; and
- action to increase - or maintain at a high level - participation in all parts of the education system.

The Government believes that the success of its policies should be measured by the outputs of the education system - the standards and achievements attained by the pupils and students. The final chapter considers the current outputs of the education system and the Government's targets for the future.

# THE STRUCTURE OF EDUCATION IN ENGLAND

**Legislative Framework**

The education system in England is governed by a complex series of Acts of Parliament and Statutory Instruments, notably the 1944 Education Act (The Butler Act), The Education Reform Act 1988, the Further and Higher Education Act 1992 and the Education Act 1993

**Stages of the Education System**

Education (and training) in England can be roughly divided into 4 stages related to the age of the pupil or student:

**Under 5s** - pre-compulsory education provided at the discretion of the Local Education Authority (LEA - see below). The Government committed itself in 1994 to providing, over time, a place for all 4 year olds whose parents wish to take it up. The places will be phased in over time, but the first places will come on stream during the lifetime of this Parliament.

**5-16s** - compulsory education provided free by state schools or for a charge to parents at independent schools. In most areas 5 to 11 year olds attend primary schools and 11-16 year olds attend secondary schools; schools of either type can be single sex or mixed. Pupils in the state sector follow the National Curriculum (see Chapter 5). Central to this framework is the duty placed on all parents to ensure that children of compulsory school age receive an effective education, at school or otherwise.

**16-18s** - post-compulsory education and training normally provided by secondary school 6th forms, Further Education sector colleges or in the workplace. 16-18 year olds who remain in full-time education have a right to a free education. Students can work towards a range of academic or vocational qualifications (see Chapter 4).

**Adults** - education for the over 18s in Higher Education institutions (eg Universities), further education colleges or workbased training, leading to vocational and academic qualifications up to degree and post graduate degree level. Also LEA provided non-vocational or "leisure" courses which may or may not lead to qualifications. Only students on particular types of course (eg first degree courses) receive fully state funded education.

**Providers of Education**

Education is delivered by a number of different types of institutions in four main sectors:

**Pre-compulsory** - LEA provided under 5s education may be in the form of places at nursery schools, nursery classes attached to primary schools, reception classes in primary school or in local authority combined/day centres. In addition grant maintained primary schools may admit under 5s to nursery and reception classes; and playgroups and the private sector also make provision for under 5s, but for which parents have to pay.

**Schools** - State maintained schools are the main providers of the compulsory element of education (see also Chapter 6 on choice and diversity). The main types of state maintained schools providing education for 5-16 year olds are:

**County schools** - owned, funded and operated by LEAs

**Voluntary aided, voluntary controlled and special agreement schools** - most commonly church schools, these are funded by LEAs but the assets reside with trustees (typically the local diocesan authorities)

**Grant Maintained (GM) Schools** - usually former county, controlled, voluntary aided or special schools which have left LEA control and become self governing (see Chapter 6). They are funded directly by central Government through the Funding Agency for Schools. Decisions about how the school is run are made by the Governors and Headteacher, independent of any LEA involvement. As at April 1995, there were 1051 GM schools, including about a fifth of all state maintained secondary schools.

**Special Schools** - for pupils who will make most progress if placed in a school catering specifically for a particular type of special educational need.

**Pupil Referral Units (PRUs)** are maintained by LEAs to provide short-term education for pupils out of mainstream

school, for whatever reason. They are funded outside the general schools budget and are exempt from many of the legislative requirements which apply to other schools.

**City Technology Colleges (CTCs)** - established under the 1988 Act as a new type of secondary school, independent but largely state funded, set up through partnerships between Government and private sector sponsors to cater for pupils of all abilities. Like other state funded schools they teach the National Curriculum but place a particular emphasis on science and technology. 15 CTCs have been established in urban areas across England.

**Technology and Language Colleges** - building on the CTC programme the Government is also encouraging, in partnership with business and other sponsors, the development of a wider network of existing secondary schools - whether GM or LEA maintained - that specialise in technology, science and mathematics or in modern foreign languages.

Many secondary schools also provide education for 16-18 year olds in 6th forms.

Outside the state maintained sector, about 7% of pupils attend fee charging independent schools.

**Further Education** - the FE sector covers a diverse range of institutions, including

- general further education colleges,
- sixth form colleges,
- agricultural and horticultural colleges,
- art and design colleges and
- specialist institutions such as "The College of the Sea".

The vast majority of these colleges were formerly under the control of LEAs and became autonomous institutions in April 1993. With school 6th forms, these colleges are the main providers of vocational and general education to 16-19 year olds as well as providing a number of full and part-time courses for adults. LEAs remain responsible for securing adequate provision for their areas of the more informal or "leisure" courses for adults, which do not generally lead to qualifications.

**Higher Education** - the HE sector provides a variety of courses up to degree and post-graduate degree level and carries out research. The institutions in the HE sector are:

- the 71 universities (one of which - the University of London - comprises over 40 institutions): these include 35 former polytechnics or "new" universities which now have the power to award their own degrees;
- 49 colleges of higher education, which typically do not have degree-awarding powers but provide degrees validated by Universities.

These institutions receive public funding although they are private rather than public sector bodies. HE in England used to be mainly for 18-21 year olds taking full-time first degree courses. But more recently universities and colleges have catered increasingly for older students, providing a wide range of courses through various modes (see Chapter 8).

The Government is currently carrying out a review of the aims and purposes of higher education, with a view to determining its appropriate size and shape at the turn of the century and beyond.

**Responsibility for the State Education System**

The Government minister with overall responsibility for education is the Secretary of State for Education and Employment, who heads the Department for Education and Employment (DFEE). This Department was established in July 1995 by the merger of the former Department of Education (DFE) and most of the former Employment Department (ED). The latter included overall responsibility for training policy, including the system of National Vocational Qualifications (see Chapter 4).

In relation to the Education system, The DFEE's main roles are to set the framework of the education system, establish national education policy; work with other central and local Government bodies (see below) and the churches in the implementation of those policies; provide funds for those Non-Departmental Public Bodies (NDPBs) and other bodies it is responsible for; and to administer the statutory framework that governs the

education system.

The Office for Standards in Education (OFSTED) - established in 1992 - is a separate non-ministerial Government Department that works closely with DFEE. It is headed by Her Majesty's Chief Inspector of Schools (HMCI) and is responsible for arranging the regular inspection of all state schools on a four year cycle. OFSTED does not on the whole inspect schools itself but instead trains and registers independent inspectors and lets contracts for the inspection of schools to registered inspectors (see also Chapter 5). OFSTED is also responsible for advising the Secretary of State for Education on all aspects of the quality of education and school standards.

The other Department of State closely involved in the provision of state education is the Department of the Environment (DoE). It is responsible for providing central Government resources to local Government, including that spent by Local Education Authorities on education.

Below the level of central Departments, responsibility for the education system is divided and the powers and duties to provide, fund, inspect, ensure quality in and offer advice and guidance on education are shared between a number of public sector organisations. The main ones are set out below:

**Local Education Authorities** (LEAs) are a part of the local government structure. There are 108 LEAs in England covering the Counties and the Metropolitan Boroughs, although the current reorganisation of local government in shire counties may lead to between 35 and 60 new LEAs. Although recent reforms have reduced their involvement in the detail of education system, LEAs still have a number of key responsibilities. For those schools which remain within the LEA framework (ie those that have not taken on grant-maintained status) the LEA is responsible for determining and funding school budgets (within Local Management of Schools schemes - see Chapter 3), appointing some school governors, distributing central Government grants, providing other administrative services. LEAs also act as an important source of advice and guidance to schools and have a key role in tackling failing schools and promoting school effectiveness. In areas where there are not many GM schools, the LEA has responsibility for planning the supply of school places; in areas with higher numbers of GM schools this responsibility may be shared with - or exercised entirely by - the FAS (see below). Additionally, for all pupils and students in their area, LEAs are responsible for enforcing school attendance, providing education otherwise than at school, assessing and making provision for Special Educational Needs, providing mandatory and discretionary awards for FE and HE students and providing such further education (eg some adult education) which is not the responsibility of the FEFC.

**The Funding Agency for Schools** (FAS) is an NDPB established in April 1994. Its primary function is the calculation and payment of grant to GM schools. It also has responsibility for the financial monitoring of GM schools and promoting value for money in GM schools. The Agency also has shared (with the LEA) or sole responsibility for ensuring the provision of sufficient school places in those areas where there is a significant number of pupils in GM schools.

**The Further Education Funding Council for England** (FEFC) is also an NDPB. It is responsible for securing sufficient provision of full-time education to 16-18 year olds and adequate provision of other types of further education. It is also responsible for allocating funds for FE colleges, advising the Secretary of State for Education on the provision of further education and ensuring quality assessment in the FE sector.

**The Higher Education Funding Council for England** (HEFCE) was established as an NDPB in 1992. Its key function is to administer and allocate funds to support education and research in higher education institutions (universities and colleges of higher education) and HE courses provided by FE colleges. In addition, it organises with the other UK HE funding bodies periodic assessments of the quality of research in order to ensure the most effective use of its research funding.

**The School Curriculum and Assessment Authority** (SCAA) is an NDPB established in 1993. Its main functions are to advise the Secretary of State for Education on the curriculum, on assessment arrangements and on public examinations; to manage national tests; to approve syllabuses for those public examinations it is responsible for; and to monitor and improve the quality of public examinations.

**The National Council for Vocational Qualifications** (NCVQ) is an NDPB under the aegis of the Employment Department (see above) that aims to promote vocational education and training by developing and monitoring a comprehensive system of vocational qualifications. Its main functions are to develop and implement National Vocational Qualifications and General National Vocational Qualifications (see Chapter 4) and to secure arrangements for the quality assurance and maintenance of standards of the qualifications for which it is responsible.

**The Teacher Training Agency** (TTA) is an NDPB established in 1994. Its main functions are to fund teacher education, accredit providers of initial teacher training, provide information and advice about teaching and teacher education, promote teaching as a profession, and carry out or commission research designed to help improve

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standards of teaching and teacher education.

**The Higher Education Quality Council** (HEQC) is a private limited company funded by subscriptions from Universities and HE colleges. It provides a number of services for HE institutions and for the Secretary of State in the field of quality. These include auditing institutions' own systems for quality assurance and advising the Secretary of State on applications for degree awarding powers and the University title.

**The Student Loans Company** (SLC) is a publicly owned limited company. Its job is to provide publicly funded loans to students in higher education to help with their living costs and to secure repayment of those loans once students have graduated and have begun earning.

**Education Assets Board** (EAB) is an NDPB established in 1988 with responsibilities relating to the transfer of property, rights and liabilities from local authorities to higher education institutions and to governing bodies of grant maintained schools. The duties of the Board were increased in 1992 when similar responsibilities were placed upon the Board in respect of further education corporations.

**The National Council for Educational Technology** (NCET) is an NDPB and was established in 1988. It is funded mainly by a grant from the DFEE with contributions from the other UK education departments. It supports the new technology initiatives of the Department by developing, evaluating and promoting the use of new technologies in education and training.

Contact addresses for all these bodies can be found in Annex A.

# KEY FACTS - NUMBERS OF STUDENTS AND INSTITUTIONS

**Numbers of pupils and students**

There are some 7.9 million pupils receiving some form of education in schools in England, including maintained nursery, primary, secondary and special schools, independent schools (including CTCs), and non-maintained special schools. In addition, there are some 3 million students in colleges and universities.

**Number of institutions**

At the time of the last available schools census (January 1994) there were 23,550 state funded schools providing compulsory age education in England, of which:

| | | |
|---|---|---|
| **18,683** were primary schools | **11,983** | county schools |
| | **2,771** | voluntary controlled schools |
| | **3,669** | voluntary aided schools[1], & |
| | **260** | GM schools; |
| **3,629** were secondary schools | **2,520** | county schools, |
| | **138** | voluntary controlled schools |
| | **417** | voluntary aided schools[1], |
| | **554** | GM schools; |

**1,238** were special schools.

The number of GM schools has risen since then (as at June 1995 to 1051 GM schools in total).

There are additionally 2,268 independent schools (including CTCs, 72 non-maintained special schools, and 552 nursery schools).

Providing further and higher education, there are:

462 colleges in the FE sector;

71 universities;

49 colleges of higher education.

**Staff**

568,000 teachers and lecturers are employed in the state funded education institutions, of whom:

434,000 are school teachers[2];

63,000 are lecturers in FE colleges[3];

71,000 are lecturers in colleges of higher education and universities[4].

**The size of institutions**

The following charts (figures 2.1 and 2.2) show the distribution of maintained primary and secondary schools by number of pupils. Similarly, figures 2.3 and 2.4 show the distribution of colleges in the further education sector and higher education institutions respectively by full time equivalent (FTE) enrolments.

1 includes special agreement schools.

2 includes qualified and unqualified teachers in maintained primary, secondary, special and nursery schools.

3 includes staff who teach higher education in FE colleges.

4 includes staff who teach further education in HE institutions, and staff who undertake research duties only.

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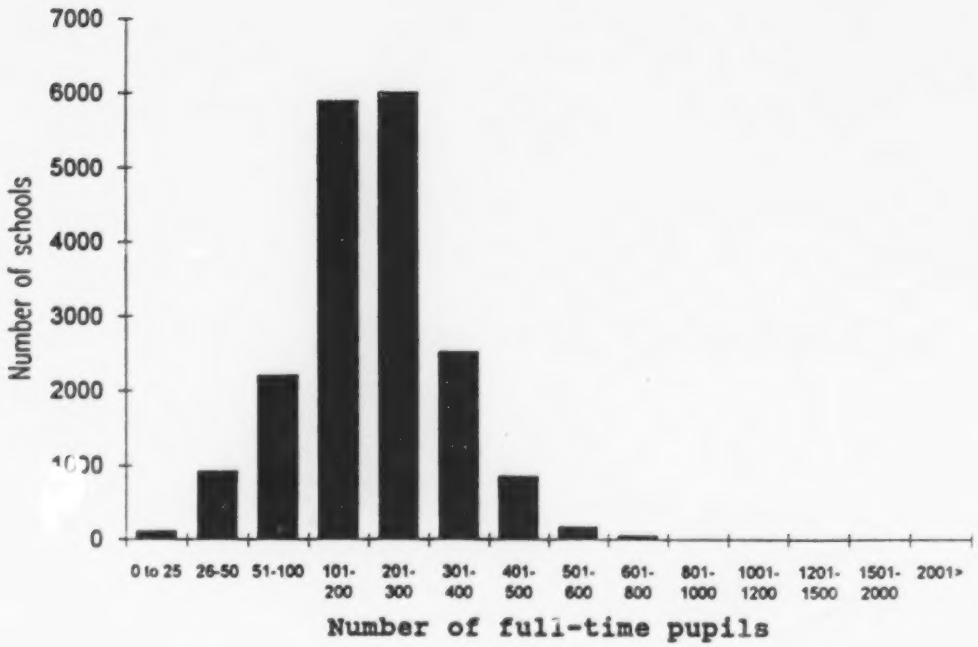
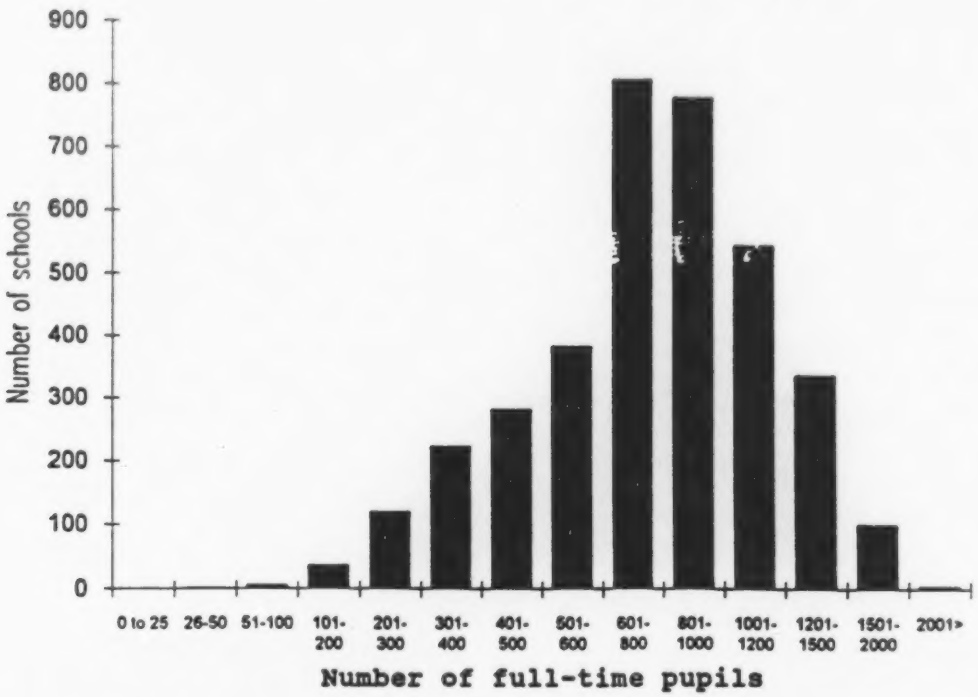
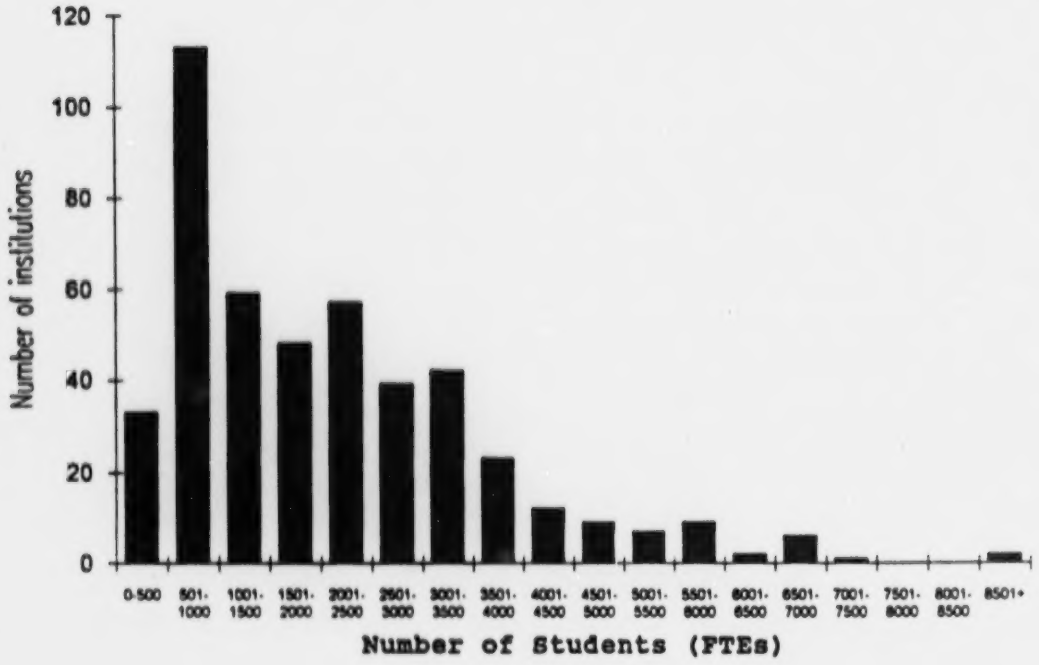
## Figure 2.1: Maintained primary schools by size



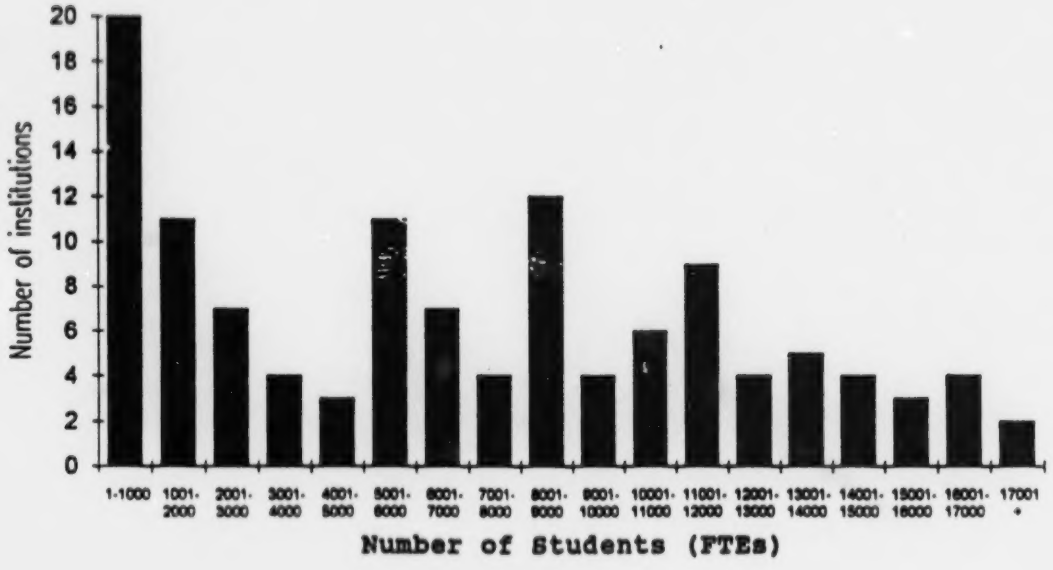

## Figure 2.2: Maintained secondary schools by size



## Figure 2.3: Further education institutions by size




## Figure 2.4: Higher education institutions by size



CHAPTER 3

# FUNDING AND EFFICIENCY

**Funding for Local Education Authorities**

LEAs fund the schools they maintain and most of their other education spending out of the total resources available to the local authority to carry out all its services (such as housing and social services as well as education). A large proportion of those resources - some 80% of assessed spending needs (the Standard Spending Assessment or SSA) are received in Aggregate External Finance, principally Revenue Support Grant (RSG) from the Department of the Environment and non-domestic rates. The rest comes from Local Authority self-financed sources, primarily the Council Tax. Out of the total resources available to it, a local authority is free to decide how much should be devoted to education. Additionally, LEAs receive some resources in the form of specific grants ear-marked for particular purposes, for example for Grants for Education Support and Training (GEST) and to cover the costs of mandatory awards (see below).

**LEA maintained schools**

County and voluntary schools receive their recurrent funding from LEAs. Under the system of Local Management of Schools (LMS), LEAs are required to delegate at least 85% of a defined 'potential schools budget' (calculated as an LEA's total planned expenditure on schools less certain items which cannot readily be delegated) to schools. Individual schools' budgets are determined in accordance with a formula - determined by the LEA subject to the approval of the Secretary of State for Education - which is largely driven by pupil numbers. Schools are substantially free to decide for themselves how to spend the budget delegated to them.

County and controlled schools also receive their capital funding from the LEA. The Department for Education and Employment allocates 'credit approvals' (or borrowing permission) to LEAs in response to authorities' bids for capital projects. The distribution of these approvals follows priorities agreed some time ago with the local authority associations - existing commitments, identified need for new school places; and cost effective projects to remove surplus places. Remaining resources are distributed by formula for improvement or refurbishment work. LEAs can, and do, transfer substantial resources from revenue or other capital programmes to spend on schools.

Voluntary aided schools may receive up to 85% of their capital needs direct from the Secretary of State; the governors of voluntary aided schools are expected to find the other 15%. The criteria for allocating capital to voluntary aided schools are broadly the same as for county and controlled schools.

The Secretary of State for Education also makes Grants for Education Support and Training (GEST) to LEAs to support a range of priorities within LEA spending. These grants are normally payable at 60% of total cost. In 1995-96 for example, the Department will provide £151.7m in GEST funding to support £251m of expenditure on areas such as school effectiveness, training for educational psychologists and for action on truancy and disaffected pupils. LEAs are usually required to devolve three-fifths of GEST funding to schools.

**Funding for Grant Maintained Schools**

The main source of recurrent funding for GM schools is Annual Maintenance Grant (AMG) which is paid to them by central Government through the Funding Agency for Schools. AMG is calculated to be equivalent to the sum that the school would have received had it still been under local authority control, plus an additional sum to compensate the GM school for the costs of central services for which LEA maintained schools are provided free by the LEA. In areas where there are a high number of GM schools, AMG is calculated using a Common Funding Formula (CFF). This ensures that a GM school is funded either at a standard local level (calculated on the basis of the education element of relevant LEA's Standard Spending Assessment customised for local circumstances and previous spending levels) or at the level of LEA funding, if the LEA has chosen to spend above the standard level.

GM schools can also apply for a range of Special Purpose Grants. A large part of that grant support is available for staff and curriculum development activities for which LEA schools receive funding under GEST. Grant is also available to fund the additional costs associated with the responsibilities of being a grant maintained school (for example, grant to help with the additional costs of VAT on certain supplies and services and those arising from the requirement to take out premises insurance).

GM schools receive capital funding from the FAS in accordance with criteria set by the Secretary of State. These are broadly analogous to the capital funding priorities in the county and voluntary sectors. At present, GM schools

receive funding in the form of capital grant. The Government has recently announced its intention to legislate to allow GM schools to borrow commercially.

**The Supply of School Places**

LEAs and - in areas where there are a sufficient number of GM schools - the FAS, are responsible for ensuring that there are sufficient school places available to serve the local school age population. In order to fulfil those responsibilities, LEAs and the FAS have powers to propose the establishment of new schools or the enlargement of existing schools. But the demand for and supply of places needs to be better matched. One key to increasing the efficiency of the schools system is to reduce the number of unfilled (surplus) places. In 1994, 12% of places in primary schools and 14% of places in secondary schools were unfilled.

The Government has a long standing policy of encouraging local authorities to remove surplus places as far as possible. The strategy to address that is set out in Circular 23/94 (Circular on the Supply of School Places). It is not in practice possible to remove all surplus places; some are necessary to allow for parental choice and to cope with rising pupil numbers. But where the projected number of surplus places in an area appears excessive and insufficient progress is being made towards their removal, the Secretary of State may direct the authorities concerned to bring forward proposals to remove surplus places.

**Further Education**

Colleges in the Further Education Sector receive their recurrent and capital funding mainly from central Government through the FEFC. For recurrent funds each college is guaranteed 90% of its previous year's funding with additional funds allocated by a bidding mechanism, which effectively reflects four key criteria - success in achieving previous student number targets; quality; contribution to the growth of the sector; and cost effectiveness. Colleges are free to determine how the grant they receive should be used.

As well as the emphasis on efficiency secured by the FEFC's funding methodology, the expansion of further education has allowed considerable productivity improvements by colleges. The Government's spending plans assume that further expansion will be accompanied by continuing productivity improvements.

Capital spending in the Further Education Sector is funded by a mixture of resources from the FEFC and privately raised finance.

Outside the FE sector, LEAs are responsible for securing adequate provision for their areas of the more informal or "leisure" courses which do not generally lead to qualifications.

**Higher Education**

Higher Education Institutions receive about two thirds of their total income from public funding. The major sources are:

- grant from central Government paid through the HEFCE for teaching and research
- tuition fees paid by LEAs as a part of the mandatory award (see below) to fund teaching costs
- grants from the research councils (see below)

Total public funds available for higher education amounted to some £4.5bn in 1994-95 (£3.4bn in HEFCE grant and £1.1bn in fees). In 1995-96, the total available will rise to some £4.7bn, of which £126m will be allocated by the new TTA. Of the rest, some 84% will be for teaching and 16% for research.

As student numbers have grown, HE institutions have achieved significant reductions in unit costs representing significant productivity increases - 23% between 1989-90 and 1993-94. The Government's spending plans allow for further productivity gains of 8% over the next four years.

As in the Further Education sector, capital funding in HE is financed partly from central Government (via the HEFCE) and partly from private finance. HE institutions were also given greater flexibility from 1995-96 to use capital funds for debt repayment.

**Funding for Research**

Public funding for research at HE institutions comes from two main sources

- HEFCE grant (some £626m in 1994-95). This funds mainly basic and strategic research and provides funding for academic staff and premises costs of Research Council projects. The vast majority of HEFCE funds are allocated selectively by reference to the quality and volume of research.

- grants from the Research Councils (around £650m in 1994-95 fro the UK as a whole). These fund individual research projects and support related postgraduate training in higher educatio'. institutions. There are six main Research Councils - The Biotechnology and Biological Sciences Research Council (BBSRC); The Engineering and Physical Sciences Research Council (EPSRC); Economic and Social Research Council (ESRC); The Medical Research Council (MRC); The Natural Environment Research Council (NERC); and The Particle Physics and Astronomy Research Council (PPARC). The British Academy - although not a Research Council - also funds research and related postgraduate training in the Humanities.

Universities are increasingly raising funds from private sources, such as charities and industry, to conduct specific applied research - some £430m in 1993-94, compared with some £280m in 1989-90.

**Student Support**

Public support for students in higher education comes in two main forms:

- **mandatory awards**, comprising a means tested maintenance grant (normally up to £1,885 a year in 1995-96 and the cost of fees) paid mainly for full-time first degree courses and equivalent courses in higher education. Better off parents are expected to contribute to the maintenance costs while their children are in higher education. Mandatory awards are administered by LEAs but their spending is funded 100% by grant from the Department of Education.

- **student loans** of up to £1,385 a year in 1995-96 for students in higher education. These were introduced in 1990 to share the cost of supporting students in Higher Education more fairly between graduates, parents and taxpayers. Former students only have to begin to repay student loans when their earnings reach 85% of national average income. Making loans to students and collecting repayments from graduates is carried out by the Student Loans Company.

Within the total envelope of student support the proportion funded by graduates (the student loan) is being increased. The maintenance grant and the amount parents are expected to pay are being reduced by about 10% a year with corresponding increases in the amount available through the student loan. In 1996-97 it is expected that the maximum amounts available in the form of grants and loan will be broadly equivalent.

For students in further education, or for those in higher education who are not eligible for mandatory awards, LEAs can make **discretionary awards** to cover fees, maintenance or both. It is entirely up to the LEA which courses or students to support, and the awards are funded out of LEAs' own resources.

Further information on student support can be found in the "Student Grants and Loans" booklet published by DFEE.

**Funding for Initial Teacher Training**

The Teacher Training Agency has taken on responsibility for funding all initial teacher training for school teachers from 1995-96 onwards - whether carried out in higher education institutions or in schools. This involves the distribution of some £170m in 1995-96 to fund the 60,000 students in teacher training, of whom some 30,000 enter each year.

**The Private Finance Initiative**

The Government launched the Private Finance Initiative (PFI) in 1992. It aims to promote partnership between the public and private sectors on a commercial basis by encouraging the private sector to invest in public sector projects - sharing the risks and the benefits - and removing unnecessary obstacles to private sector involvement. For the education sector that principally means improvements in the capital stock through the application of the private sector's capital resources and management skills.

The Department has taken a number of steps to encourage the Private Finance Initiative' in education. These include:

- the establishment of PFI units within DFEE, HEFCE, FEFC and FAS;
- publication of a booklet "Education Means Business" which explains the opportunities for private investment in all sectors of education;
- from April 1995, the new flexibility in arrangements for capital and recurrent funding in further and higher education will give those institutions greater flexibility in choosing how to finance capital projects;
- further education institutions will now - like higher education institutions - be able to use exchequer funded assets as loan security;
- plans to bring forward legislation to allow grant maintained schools to borrow to finance capital projects;
- publicity conferences and booklets aimed at promoting the PFI.

**Summary of public spending on education**

Total public spending on education in England in 1993-94 was some £27 billion. Table 3.1 shows the main elements of public expenditure (both LEA and central Government funded) on education for 1993-94.

Full details of public spending on education can be found in the DFEE Departmental Report (Cm 2810).

## Figure 3.1 : Education expenditure by central and local government by sector (1)

| | 1993-94(2) £million |
|---|---|
| **CURRENT EXPENDITURE** | |
| **Schools** | |
| Under fives | 1279 |
| Primary | 5880 |
| Secondary | 7430 |
| Other | 1520 |
| TOTAL | 16109 |
| **Further Education** | 2628 |
| **Higher education** | 4066 |
| **Student support** | |
| Further education | 204 |
| higher education | 1363 |
| TOTAL | 1567 |
| **Administration, inspection costs and miscellaneous services** | 1330 |
| **CAPITAL EXPENDITURE** | |
| Schools | 841 |
| Further Education | 163 |
| Higher Education | 319 |
| Other services | 38 |
| **TOTAL EDUCATION EXPENDITURE** | **27061** |

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1) Further information regarding this table can be found in ' The Government's Expenditure Plans 1995-96 to 1997-98' (Cm 2810)

2) Figures for local authority expenditure are provisional

# THE QUALIFICATIONS FRAMEWORK

There are three main kinds of qualification in England.

**General Education Qualifications** cover mainly individual subjects, such as English, Physics or History. Pupils and students can work towards:

- GCSEs (General Certificate of Secondary Education) which are the main qualification for 14-16 year olds. Students are tested by assessment of work during the course and examinations at the end of the course

- GCE (General Certificate of Education) A-levels which are the main academic qualification for entry to Higher Education and are normally taken by pupils at 18 or over. They are tested mainly by examination at the end of the course

- GCE AS qualifications. These are the same standard as GCE A-levels but have only about half the content. They were introduced in 1987 to allow GCE A-level students to take more subjects.

**General National Vocational Qualifications** (GNVQs) were introduced in September 1993 and are designed to develop the skills and understanding needed in broad vocational areas such as Business, Engineering or Health and Social Care. Pupils and students normally study for GNVQs at school or at college. The long term aim is for half of all 16 and 17 year olds to take GNVQs. There are three GNVQ levels:

Foundation level - equivalent to 4 GCSEs grades D to G

Intermediate level - equivalent to 5 GCSEs grades A* to C

Advanced level - equivalent to 2 GCE A levels

A new Part One GNVQ qualification, designed specifically for 14-16 year olds, is being piloted from September 1995.

**National Vocational Qualifications** (NVQs) were introduced in 1988 and are job specific training. Six hundred are currently available. They develop the skills, knowledge and understanding needed at work and are designed mainly for people in employment. They are assessed in workplace conditions. There are five levels to NVQs:

Level 1 - equivalent to 4 GCSEs grades D to G or a Foundation level GNVQ

Level 2 - equivalent to 5 GCSEs grades A* to C or an intermediate level GNVQ

Level 3 - equivalent to 2 GCE A-levels or an advanced level GNVQ

Level 4 - equivalent to higher education diplomas and other sub-degree qualifications

Level 5 - equivalent to degrees and post-graduate degrees.

Students can also combine different kinds of qualification in a single course of study for example by taking one advanced GNVQ and 2 AS qualifications at the same time, or switch between kinds of qualification for example by going to take three GCE A-levels after an intermediate GNVQ.

**Maintaining Quality in the Qualifications System**

As the qualifications system provides an external check on the quality of education institutions it is important that the quality of those qualifications themselves is maintained. For GCSE and GCE A and AS qualifications the School Curriculum and Assessment Authority (SCAA) is responsible for overseeing the operation of the examinations and maintaining standards.

The National Council for Vocational Qualifications (NCVQ) is responsible for maintaining the rigour of vocational qualifications. In response to a six point plan for action and to improve GNVQs announced by the Government in March 1994, NCVQ has taken action to improve GNVQ assessment and quality assurance procedures. Further work funded by DFEE will aim to establish, convey and guarantee standards more effectively; make further improvements to assessment, grading and verification; assist progression to HE and employment; and provide

curriculum support and staff development for GNVQ teachers. This aims to

- improve the external testing regime;
- provide more training for external verifiers;
- clarify the grading criteria;
- clarify the knowledge needed for a GNVQ;
- provide clearer guidance for teachers; and
- tighten procedures for accrediting schools and colleges offering GNVQs.

**Review of Qualifications for 16-19 year olds**

The Government has asked Sir Ron Dearing to undertake a review of the system of qualifications for 16-19 year olds. The review was announced in April 1995 and will take about a year to complete.

**Qualifications in Higher Education**

Study in Higher Education can lead to a variety of qualifications across a wide range of academic and vocational subjects. In 1994:

- 60% of all (full and part-time) HE students were enrolled on first degree courses;
- 23% were enrolled on higher education courses leading to other qualifications - in particular diplomas such as the Higher National Diploma (HND); and
- 17% were studying for postgraduate qualifications - including both higher degrees and vocational qualifications such as the Post Graduate Certificate of Education (PGCE).

## CHAPTER 5

# IMPROVING QUALITY AND STANDARDS

Raising the quality of education - particularly in schools -and therefore standards of achievement is the key aim of all education policy. This chapter explains the policies that have been put in place to raise standards in schools as well as in FE colleges and HE institutions.

**The National Curriculum**

The National Curriculum is at the heart of the drive to improve standards in schools. It was established by the Education Reform Act 1988 to provide a minimum entitlement for pupils in maintained schools of compulsory school age and sets a series of demanding but achievable targets for pupils' learning. In summary, the National Curriculum sets out what subjects pupils should study, what they should be taught and what standards they should achieve.

In January 1995 a revised version of the National Curriculum was launched to make the curriculum less prescriptive, free up more time for schools to use at their own discretion, increase flexibility and choice for 14-16 year olds and simplify its assessment and administration. The Government has announced that there will be no further changes to the National Curriculum for 5 years.

The main features of the revised National Curriculum are as follows:

- The period of compulsory education is divided into four key stages (KS):

| | |
|---|---|
| KS 1 | 5-7 year olds |
| KS 2 | 7-11 year olds |
| KS 3 | 11-14 year olds |
| KS 4 | 14-16 year olds |

- The subjects that are included in the National Curriculum vary at each KS:

| | |
|---|---|
| KSs 1 & 2 | English, Maths, Science, Technology, History, Geography, Art, Music and Physical Education |
| KS 3 | as at KSs 1 & 2 plus a modern foreign language |
| KS 4 | English, Maths, Science, PE, Technology and a modern foreign Language |

Additionally, all maintained schools are required to provide religious education and (in secondary schools only) sex education.

- For each subject at each KS **Programmes of Study** set out what pupils should be taught
- Also for each subject at each KS **Attainment Targets** set out the expected standards of pupils' performance
- At the end of the first three KSs standards of pupil performance are set out for each subject (except Art, Music and PE) in eight **Level Descriptions** of increasing difficulty plus an additional description above level eight for exceptional performance
- At KS 4, **Public Examinations** (normally GCSE) are the main means of assessing attainment in the National Curriculum.

Further information about the contents of the National Curriculum can be found in the DFEE publication "The National Curriculum".

**Assessment**

Regular assessment of pupils in schools acts as a check on their progress under the National Curriculum.

From 1995:

- 7 year olds (the end of KS1) will be tested in English and Maths. The tests will take about 2½ hours in total

- 11 year olds (KS2) will be tested in English, Maths and science. The tests will take a total of about 4½ hours

- 14 year olds (KS3) will also be tested in English, Maths and Science. The tests will take around 7 hours to complete.

The tests are marked against the common national scale set out in the National Curriculum.

Teachers also make their own assessments of children's progress in English, Maths and science against the same scale.

**School Inspection**

The National Curriculum sets out the minimum entitlement to education in maintained schools and regular assessment measures individual pupils' progress against national standards. The inspection of schools measures the quality of the schools themselves in educating their pupils and identifies areas where schools can and should improve.

The 1992 Education (Schools) Act set up a new system for inspecting schools. OFSTED was established to run the new system (see Chapter 1) under which all maintained schools are to be inspected once every 4 years.

Inspections are carried out by independent inspectors under contract to Her Majesty's Chief Inspector of Schools. Each inspection team must include one lay member who has not been professionally involved in teaching or school management. The procedures that inspectors are required to follow are set out in the "Framework for Inspection" published by OFSTED. Following the publication of the report of the inspection, each school must prepare an action plan to address any weaknesses that have been identified.

**Failing Schools**

The new inspection system outlined above also identifies schools considered by inspectors to be failing to give their pupils an acceptable level of education. Under the 1993 Education Act, such a school is subject to special measures, which involve statutory powers of intervention by the Secretary of State to ensure that the school improves quickly, or in extreme cases closes. Where county or voluntary schools are found to be failing:

- the governors must prepare an action plan for improving the school and the LEA must prepare a commentary on that action plan. Both must be submitted to the Secretary of State;

- if the Secretary of State is content with the action plan, the school and the LEA are given the chance to implement it. Follow-up inspections by OFSTED check that the plan is being followed and that improvements are taking place;

- if the Secretary of State is not satisfied with the action plan or if at any point a follow-up inspection finds that sufficient progress has not been made, the Secretary of State may either

- move to close the school; or

- transfer the running of the school to an Education Association (EA). An EA consists of 5 or more members appointed by the Secretary of State to replace the governing body of a school. It takes on full budgetary and managerial responsibility for the school and in particular for tackling the problems identified in the inspection report;

- if a school is found by OFSTED to have reached an acceptable level special measures are withdrawn. An EA-run school becomes grant maintained when it ceases to require special measures

- the Secretary of State can move to close a special measures school if she is not satisfied that it will provide satisfactory education within the two year target for significant improvement.

The Secretary of State has comparable powers to ensure the improvement of GM schools requiring special measures.

**Teachers and Teacher Training**

Teachers in state schools are employed by the LEA in the case of most schools and by the governing body in the case of voluntary aided and GM schools. Teachers in any state maintained school must normally have Qualified Teacher Status (QTS). This is usually obtained by following a course of Initial Teacher Training (ITT). The two main forms of ITT are:

- a degree course specifically designed to lead to QTS (normally a Bachelor of Education Degree); or
- a one year Post Graduate Certificate in Education (for students who already have a first degree qualification).

The TTA accredits the providers of courses, taking account of evidence from OFSTED inspections. It is a condition of accreditation that all primary and secondary ITT courses must meet set criteria published by the Secretary of State.

The TTA has a statutory objective to contribute to raising the standards of teaching. It aims to do this by:

- encouraging a greater choice and diversity of routes into teaching, for example through new school-centred postgraduate teacher training, where groups of schools are given responsibility for the design, management and delivery of ITT courses;
- securing the involvement of schools in all forms of ITT, by ensuring compliance with the Secretary of State's criteria for ITT. The criteria set requirements as to the minimum length of time to be spent in schools on ITT courses;
- making efficient use of resources by allocating initial training places to institutions on the basis of quality and cost effectiveness. The TTA intends to develop a new funding methodology which will promote diverse, high quality and cost effective ITT;
- ensuring that the teaching profession attracts sufficient high quality candidates to meet the needs of schools;
- promoting effective continuing professional development, which includes running the HEADLAMP training scheme for newly promoted headteachers;
- commissioning and disseminating research on effective classroom and training practice.

**Special Educational Needs**

An important part of improving the quality of education for all pupils is ensuring that those pupils who have Special Educational Needs (SEN) also receive the best possible education. A child is defined as having Special Educational Needs if he or she finds it much harder to learn than most children of the same age, or if he or she has a disability which makes it difficult to use the normal educational facilities in the area. About 20% of pupils have a Special Educational Need at some point during their compulsory schooling. About 2% of pupils have needs that cannot reasonably be provided within the resources normally available to a mainstream school and, following an assessment process, will have a formal Statement of Special Educational Needs from their LEA. The Statement sets out the pupils needs and the extra help - provided by the LEA - the he or she will receive.

The Government's policies for SEN are based on the following principles:

- All children with special Educational Needs have a right to a broad and well balanced education, including as much work as possible under the National Curriculum;
- Children with Special Educational Needs - including those with statements - should as far as possible be educated in ordinary schools alongside children of the same age;
- Parents have a right to take part in decisions about their child's education and to be kept in touch at all stages; and
- Parents should have a right of appeal if they disagree with an LEAs assessment of their child's needs.

The 1993 Education Act amended the arrangements for pupils with Special Educational Needs in line with these principles. The main provisions are:

- to establish the 'Code of Practice on the Identification and Assessment of Special Educational Needs'. This sets out a five stage process for the assessment of a child's Special Educational Needs. It should help schools and LEAs to carry out their duties effectively, efficiently and consistently;

- to give parents of pupils with statements the right to express a preference for a school in the maintained sector;

- the introduction of timescales for the making of assessments and statements; and

- to establish the Special Educational Needs Tribunal - replacing the previous two-tier appeals system - to hear parents appeals against LEAs decisions on assessments and statements.

In further education, a range of provision is available for young people or adults with learning difficulties or disabilities. Both the FEFC and LEAs have a specific duty to take into account the needs of those with learning difficulties when determining what provision to make available. If no suitable provision is available for students with learning difficulties or disabilities then the FEFC has a duty to fund a place in a specialist independent institution if it considers that this is the best way to meet a student's needs.

Further information on Special Educational Needs can be found in the Code of Practice (see above) and "Special Educational Needs: a Guide for Parents".

**The Quality of Further Education Colleges**

In the FE sector there is a three strand approach to improve quality:

- the FEFC operate their own inspectorate in the FE sector. Like schools, FE sector colleges are to be inspected on a 4 year cycle. The inspections cover: educational provision; governance and management; student recruitment guidance and support; quality assurance; and resources. Colleges do not receive FEFC funding to expand curriculum areas which have been given the two lowest gradings on the Inspectorate's five point scale until those areas have demonstrated on re-inspection that they have improved to a satisfactory standard;

- the FEFC's funding methodology provides direct incentives to colleges to recruit and retain students and rewards colleges for the achievement by students of their learning goals; and

- external examinations (see Chapter 4) provide an independent check on colleges' standards of performance.

**The Quality of Higher Education Institutions**

Universities have traditionally been responsible for their own standards and quality assurance - hence their own degree awarding powers. However, there are also external checks that the traditional quality of English Higher Education is being :naintained:

- the Higher Education Quality Council carries out a series of regular audits of quality assurance arrangements in each HE institution;

- the Higher Education Funding Council for England carries out assessments - through peer review - of the quality of teaching and learning; and

- the Government is encouraging the development and publication of performance indicators for HE.

CHAPTER 6

# CHOICE AND DIVERSITY

Recent reforms have allowed schools and colleges to diversify and specialise to be able to better meet local needs. Central to allowing the institutions to build up their own distinctive character and identity is allowing greater choice for parents and students to choose between the different types of institution and different types of course on offer.

## Diversity in Schools

Within the balanced curriculum and minimum standards set by the National Curriculum, schools have, in the light of their local circumstances, been allowed to develop their own ethos and - if they wish - to specialise in particular areas of the curriculum. Chapter 1 set out the different types of school that may now be available to parents. Many of these choices of school stem from the reforms in the 1988 and 1993 acts. Of particular importance in promoting choice and diversity are:

- **Grant Maintained Schools** - Parents at all maintained schools have been given the right to choose - via a ballot of all parents - whether their children's school should seek GM status and operate outside the control of their LEA.

- **Specialist Schools** - through the establishment of the 15 City Technology Colleges and the wider network of Technology and Language Colleges

- **Assisted Places Scheme** - under this scheme, which offers some 34,000 places at nearly 300 participating schools, central Government pays part or all of a pupil's tuition fees - depending on the parent's income - to enable academically able children from less well-off families to have the opportunity to attend good independent schools. There is a parallel scheme to enable talented pupils to attend specialist independent music and ballet schools.

## Maximising Parental choice

Ensuring that parents have the right to say which schools they prefer is essential if pupils are to benefit from the greater diversity of schools available. With certain exceptions - such as selective schools whose admission arrangements allow them to select pupils based on their ability - parents now have a right to a place for their child in the school of their choice unless that school is already full with pupils who have a stronger claim to a place. Under this policy of more open enrolment, parents also have the right to appeal against non-admission to an independent appeal committee.

A school must publish its admissions policy. This explains how it will allocate places if the school is oversubscribed. A school may, for example, give priority to those pupils who live closest to the school. Significant changes to admissions policies (eg to introduce selection based on ability) need to be agreed by the Secretary of State.

Information about schools' performance is important if parents are to exercise choice to best effect. Chapter 7 on Accountability and Autonomy gives details on the information the Government requires schools to make available.

## Choices at 16

Chapter 4 on the Qualifications System explained the three main kinds of qualification young people and adults can work towards. The introduction of the new vocational qualifications (GNVQs and NVQs) to sit alongside the more traditional general qualifications such as GCSEs and GCE A-levels is another way in which choice in education has been increased. Pupils and students can now choose whether they want to pursue general or vocational qualifications - or a mix between the two - after 16 and whether they want to do so in a school 6th form, at an FE sector college or combined with a job. The slimming down of the National Curriculum at KS4 has also freed up time for pupils to work towards GNVQs from 14.

## Higher Education

The recent expansion of Higher Education (see Chapter 8) has given far more people the chance to attend higher education - nearly 1 in 3 young people now enter full-time higher education compared with 1 in 8 in 1979. There are also increasing opportunities for mature students and part-time students to take advantage of higher education.

# AUTONOMY AND ACCOUNTABILITY

The education institutions in England have progressively been given greater freedom to run their own affairs in the way that best meets the needs of parents, pupils, students and their local communities. Central and local government bodies - such as the FEFC or LEAs - have important roles in areas such as the planning of provision, funding, quality control and as sources of advice and guidance, but within that framework many decisions are taken at the level of individual institutions. The corollary of this increased autonomy is the need for greater accountability of those institutions to the communities they serve.

**Greater autonomy for schools and colleges**

Since the 1980 Education Act, schools, colleges and parents have been given greater and greater powers to take decisions about education. The 1986 Education Act set out new requirements for the composition and role of school governing bodies. Every state maintained school must have a governing body, including representatives of parents, teachers and the local community. There are well over 300,000 school governors in England. Governing bodies have a wide range of powers and duties, including responsibilities relating to budgets, staffing, the curriculum and pupil admissions and exclusions. Above all, governing bodies are responsible for helping to determine the direction in which the school should develop and how it can raise standards. The role of governing bodies was greatly extended by the 1988 Education Act, under which Local Management of Schools (see also Chapter 3) transferred many resource allocation decisions from LEAs to schools. The chance for parents at any maintained school to vote for grant maintained status (see Chapter 6) has so far resulted in over 1050 schools taking on full responsibility for managing their own affairs.

Under the terms of the 1992 Further and Higher Education Act, from April 1993 colleges of further education, tertiary colleges, sixth form colleges and a small number of colleges previously in receipt of direct Government grant were given autonomy to run their own affairs within the Further Education sector. In higher education, Universities have traditionally had substantial freedom from any central control. The Education Reform Act 1988 gave the then polytechnics and colleges of higher education freedom from LEA control, while the Further and Higher Education Act 1992 ended the divide between the polytechnics and universities by giving the former the university title and degree-awarding powers.

**Improving Accountability**

Central to the Citizen's Charter (Cm 1599) is the concept of making public services more accountable to those who use them. The Parent's Charter (updated version published in 1994) and the Further Education and the Higher Education Charters (both published in 1993) carry this principle throughout the education sector.

Wider parental and student choice (see Chapter 6) and funding mechanisms that take account of those choices (see Chapter 3) are a direct way in which institutions are made more accountable; institutions that fail to deliver what parents and students want may find it difficult to retain their pupils and students - and hence funding. The independent inspection of schools and the quality control arrangements in further and higher education (see Chapter 5) are also important checks on performance.

A key feature in improving accountability is the publication of data about institutions' performance - to inform choice and to hold up institutions' quality to public scrutiny. The Parents, Further Education and Higher Education Charters set out that the following information should be available:

**The School Prospectus** (for potential new entrants) including National Curriculum assessment and examination results, levels of unauthorised absence, what school leavers go on to do, what the aims and values of the school are and what its approach to teaching is.

**An annual written report** to parents on their child's progress in the subjects taught under the National Curriculum. The report must also set out any results in National Assessment, results in any public examinations, achievements in any other areas, how the child's results compare to others of the same age and who at the school parents should contact to discuss the report.

**An annual report on performance from school governors** to all parents including examination and national curriculum assessment results, rates of authorised and unauthorised absence, what school leavers go on to do, the school budget, the governors conclusions on whether to hold a ballot for GM status and information about the procedures for the next election of parent governors.

**Regular four yearly reports from the Inspectors** on all schools and FE sector institutions. Full inspection reports on schools are published and are available in schools and in public libraries. Parents are sent a summary of the report and of the school's action plan. Copies or summaries of FE inspection reports are available at colleges.

**Performance tables for all local schools and colleges** published every Autumn. They show the qualification results (including specified vocational qualifications) of schools for 15 year olds and for 16-18 year olds in schools and colleges, rates of authorised and unauthorised absence from school, and comparative local and national data. The HEFCE will in the future be arranging for the publication of information on the performance of Universities and HE Colleges.

**Information from FE colleges** about:

- teaching and learning facilities
- any student accommodation available
- courses and qualifications on offer
- entry requirements
- the type of teaching and assessment
- the aims of each course and the likely group size
- the facilities and provision available to students with disabilities or learning difficulties
- details on what students go on to do when they leave
- any facilities for overseas students
- scope for building up credits that can be transferred to other courses

**Information from HE institutions** about:

- the courses on offer
- the entry requirements
- the residential accommodation available
- the quality of what they provide
- the approach to students with disabilities or learning difficulties

The HEFCE will also publish regular reports on the quality of education in HE institutions, and the HEQC will publish regular reports on quality assurance systems.

# PARTICIPATION

Whatever the quality of the education on offer in schools, colleges and universities, pupils and students can benefit only if they are participating in the education system. Improving participation includes getting more pupils and students involved in the non-compulsory elements of the education system -under 5 and post-16 - and ensuring that, in the compulsory element, registered pupils attend school regularly.

**Under 5s**

The participation rate for pupils aged 3 and 4 in maintained nursery and primary schools has been slowly rising over the last decade (see figure 8.1). The Government is committed to providing a pre-school place for every 4 year old whose parents wish to take it up. The first of the new places to be provided under this policy will come on stream in the lifetime of the current Parliament.

**Compulsory Schooling**

Parents have a legal duty to ensure that their children of compulsory school-age receive an effective full-time education, at school or otherwise. LEAs have the power to prosecute parents failing in that duty and can also take action by means of a School Attendance Order or an Education Supervision Order."

In the past, too many pupils of compulsory school age have for one reason or another been out of school and not learning. For example there is a clear link between unauthorised absence (truancy) from schools and poor performance (see figure 8.2).

Action has been taken on a number of fronts to tackle this problem:

**Truancy** - The Government has:

- supported innovative locally devised projects through the Truancy and Disaffected Pupils GEST programme, to a value of £15.4 million in the 1995-96 round;
- published for the first time unauthorised and authorised absence data in school performance tables; and
- asked OFSTED to pay particular attention to attendance in schools.

**Exclusion** - the 1993 Act tightened up the law on exclusions (removing troublesome pupils from school either temporarily or permanently) to limit fixed period (temporary) exclusions to 15 school days in any term; to abolish indefinite exclusions; to set time limits for the operation of exclusions procedures; and to arrange for funding to follow the permanently excluded child to the new education provider. The Government has also issued guidance on good practice in maintaining discipline in schools, aimed at reducing the poor behaviour which may give rise to exclusions."

**Education Otherwise than at School** - the 1993 Act also placed a new duty on LEAs to provide education otherwise than at school for those pupils who are out of school for any reason (such as exclusion or sickness). LEAs can meet this duty in a range of ways, including placement in a pupil referral unit (PRU). The aim of all education otherwise provision made by LEAs is to ensure that pupils continue to receive tuition while they are out of school and that they are returned to mainstream school as soon as practicable."

**Post-16s**

Over the last decade it has become the norm for the majority of young people to remain in full-time education after 16. Figure 8.3 shows the growth in staying on rates of 16, 17 and 18 year olds from 1979-1980 to 1993-94.

More than half of these students are in the rapidly expanding further education sector. To match this change in attitude to education the Government has greatly expanded the provision and opportunities post 16:

- expenditure plans allow for a forecast increase in student numbers of 28% over the period 1993-94 to 1997-98;
- the funding methodology put in place by the FEFC rewards colleges for students' recruitment, retention and achievement;

- the greater range of high quality vocational qualifications available after 16 (see Chapter 4) gives students more opportunity to find a course - or mix of courses - that suits them;

- for those 16 and 17 year olds who do leave full-time education, most continue to receive education and training in independent institutions (such as staff training centres or with employers under the Youth Training Scheme). It is a specific Government objective to increase participation and attainment by adults. Adult students already comprise two-fifths of all FE students, and the number taking FE courses has increased by about 16% over the last five years.

**Participation in Higher Education**

There has also been a dramatic expansion in participation in higher education. The proportion of young people entering full-time higher education rose from 12% in 1979 to 30% in 1993. But there has also been a significant increase in participation by groups that traditionally used not to enter HE. Mature entrants have more than doubled since 1979, now forming more than half of all home first year students. Also the latest Student Income and Expenditure Survey (1992-93) showed that for the first time over half the new entrants to HE were from lower income groups. Figure 8.4 shows the expansion in participation in HE since 1979 based on the age participation index (API). This is defined as the number of initial home entrants to HE aged under 21 expressed as a percentage of the average number of 18-19 year olds in the population.

The Government's target for the expansion of Higher Education was for one in three young people to enter HE by the year 2000. With this target already nearly achieved HE numbers are currently being consolidated at the current participation rate.

**Figure 8.1: Pupils under five in maintained nursery and primary schools as a percentage of the population aged three and four years at the previous 31 December**

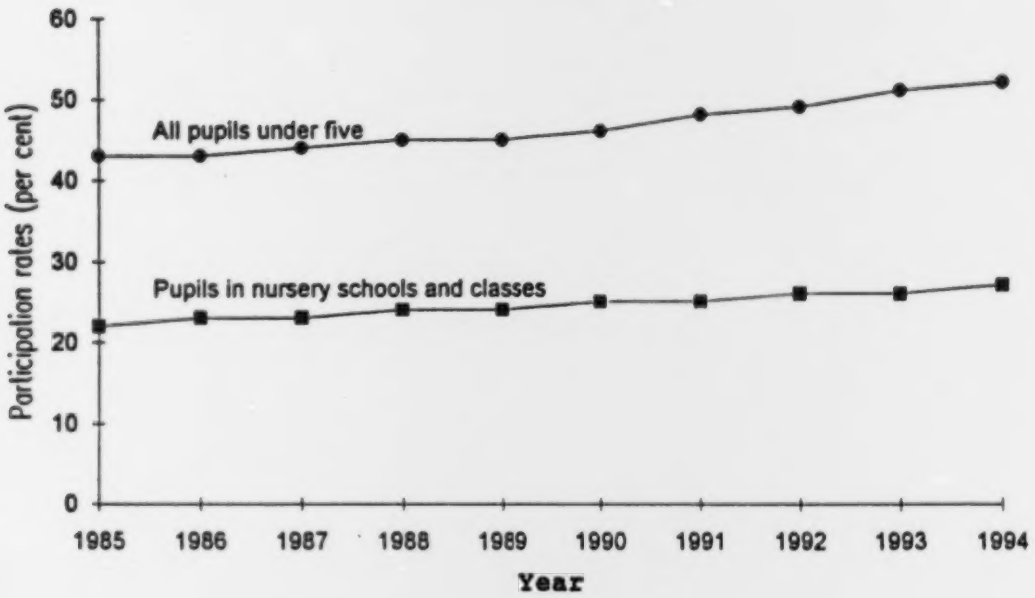



**Figure 8.2: Percentage of 16 year old pupils achieving no GCSE passes, by the level of unauthorised absence in their school - 1993/94 (comprehensive schools only)**

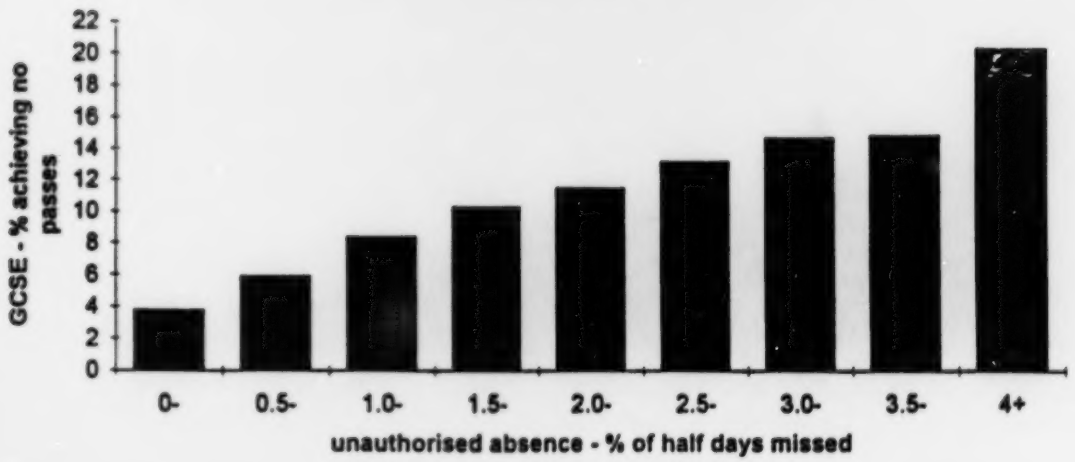


**Figure 8.3: Participation in full-time education in schools and further education colleges by 16 to 18 year olds, England, 1979/80 to 1993/94**

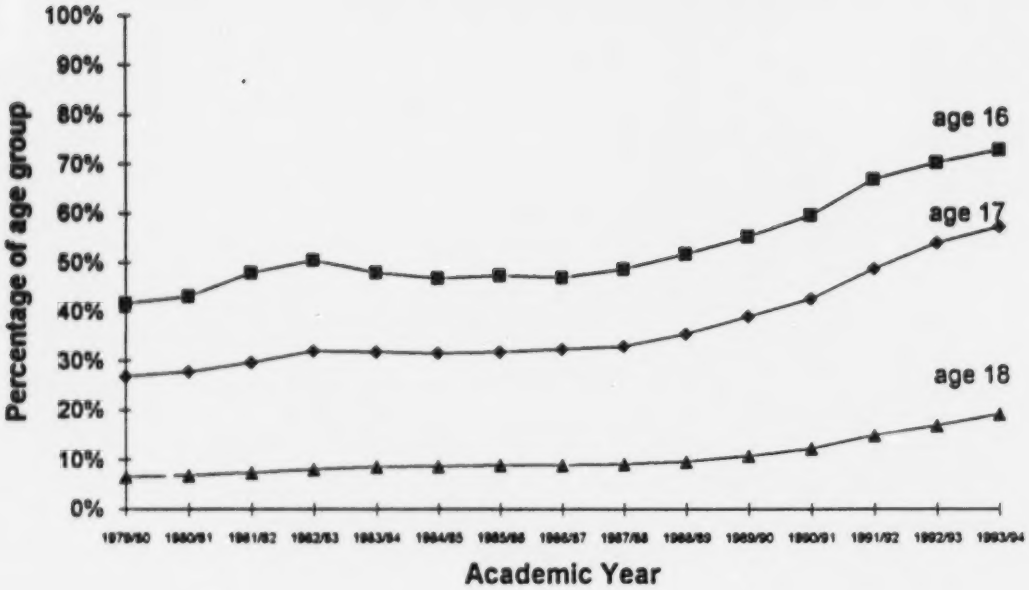
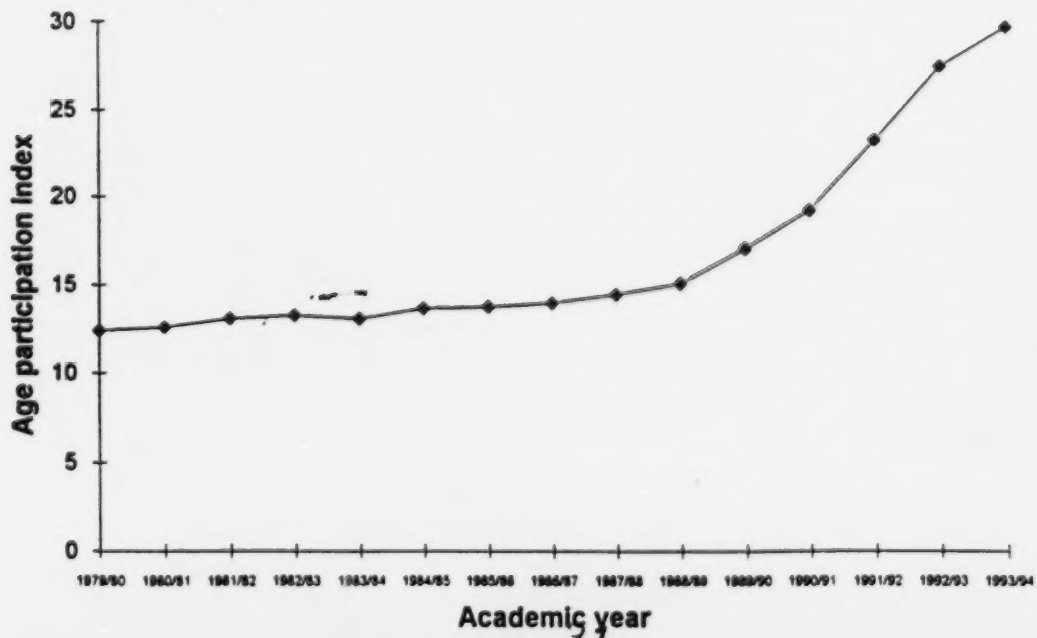



**Figure 8.4: Higher education age participation index, Great Britain, 1979/80 to 1993/94**



# OUTPUT MEASURES

1. The Government believes that the education system should be judged by the outputs of that system. This chapter looks at targets for the education system and progress towards them.

**National Targets for Education and Training**

2. The National Targets for Education and Training were launched in 1991 by the Confederation of British Industry with the support of Government and others. Revised National Targets for Education and Training, announced and endorsed by the Government in the second Competitiveness White Paper 'Forging Ahead', were launched by NACETT (the National Advisory Council for Education and Training Targets) on 23 May 1995. The new Targets set challenging standards for what the country needs to achieve to keep pace with its international competitors in the next century. They follow a wide-ranging review by NACETT - the body set up by the Government to monitor and advise on the Targets - which was heralded in the first Competitiveness White Paper published in 1994.

3. The main changes are more demanding targets for foundation and lifetime learning for attainment by the year 2000, and the introduction of two new Targets:

- for young people to attain the core skills of communication, numeracy and IT; and
- for the workforce to achieve higher level vocational, professional and managerial qualifications.

The revised Targets are as follows:

**TARGETS FOR 2000**

**Foundation Learning**

- By age 19, 85% of young people to achieve 5 GCSEs at grade C or above, an Intermediate GNVQ or an NVQ level 2.
- 75% of young people to achieve level 2 competence in communication, numeracy and IT by age 19; and 35% to achieve level 3 competence in these core skills by age 21.
- By age 21, 60% of young people to achieve 2 GCE A levels, an Advanced GNVQ or an NVQ level 3.

**Lifetime Learning**

- 60% of the workforce to be qualified to NVQ level 3, Advanced GNVQ or 2 GCE A level standard.
- 30% of the workforce to have a vocational, professional, management or academic qualification at NVQ level 4 or above.
- 70% of all organisation employing 200 or more employees, and 35% of those employing 50 or more, to be recognised as Investors in People.

**Progress towards the Targets**

4. Latest progress is as follows:

**Foundation Target 1**

Figure 9.1 shows the progress towards Target 1. By Autumn 1994, 63% of young people up to the age 19 in the UK were qualified to NVQ level 2 or equivalent. In order to meet the updated target of 85% by the year 2000, an average rise of around 3.6 percentage points a year will be needed. Between Spring 1991 and Autumn 1994, the average annual increase was 2.6 percentage points.

**Foundation Target 2**

New Target.

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**Foundation Target 3**

Figure 9.2 shows progress towards Target 3. By Autumn 1994, 40% of young people up to age 21 in the UK were qualified to NVQ level 3 or equivalent. An average rise of 3.1 percentage points a year will be needed to meet the updated target of 60% by the year 2000. Between Spring 1991 and Autumn 1994, the average annual increase has been slightly higher than this at 3.2 percentage points.

**Lifetime Target 1**

By Autumn 1994, 40% of the employed workforce in the UK were qualified to at least NVQ level 3 or equivalent.

**Lifetime Target 2**

New Target.

**Lifetime Target 3**

By February 1995 the number of organisations with 200 or more employees recognised as Investors in People had reached 486, representing a progress figure of 6%. In addition to recognitions, the number of organisation employing 200 or more who have made a commitment to work towards the Investors Standard is now just over 3440.

**Other Output Measures**
There are a number of other measures of the outputs of the education system:

**Participation rates under-5, post-16 and in higher education**

These show the Government's success at achieving high participation rates in the non-compulsory elements of education (see Chapter 8 figures 8.1, 8.3 and 8.4).

**Degree results**

Figure 9.3 illustrates one of the outputs above those measured in the National Targets. The number of graduates is split by broad subject areas. The Government wishes to see an increase in the proportion of students in engineering and technology.

**Qualifications of the working population**

Figure 9.4 shows the highest qualification achieved by members of the working population.

**The results of National Curriculum Tests**

These will, over time, give output measures for schools and for the country at 7, 11 and 14 years of age (see figure 9.5).

**GCSE results**

The qualifications achieved in public examinations are an important measure of the effectiveness of the education service. These qualifications are important contributors to the National Targets (see figure 9.6).

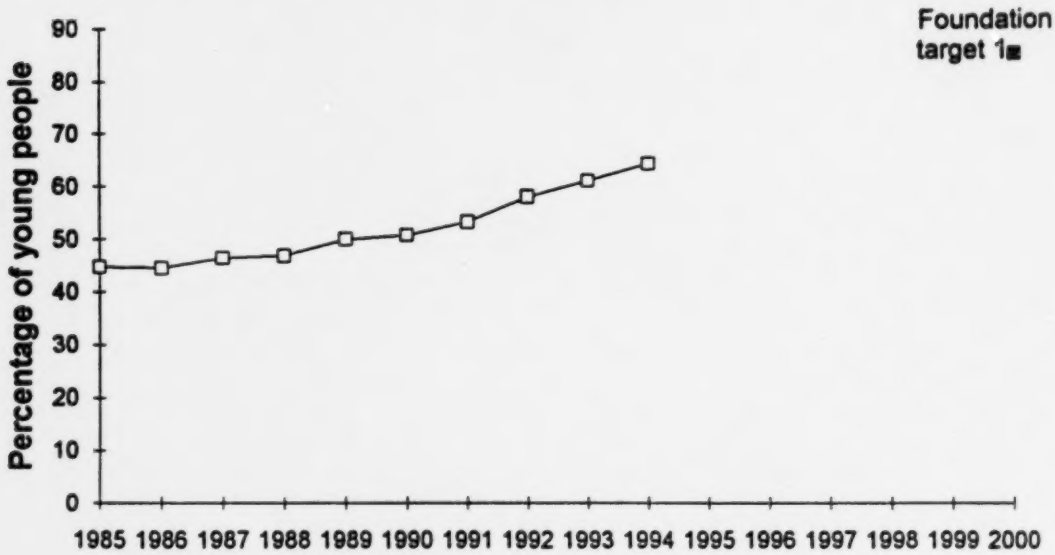
**A/AS results**

In 1993/94 a higher proportion of young people than ever before attempted GCE A level and AS examinations. A higher proportion passed and achieved the higher grades A-C (see figure 9.7).

**'Value added' measures**

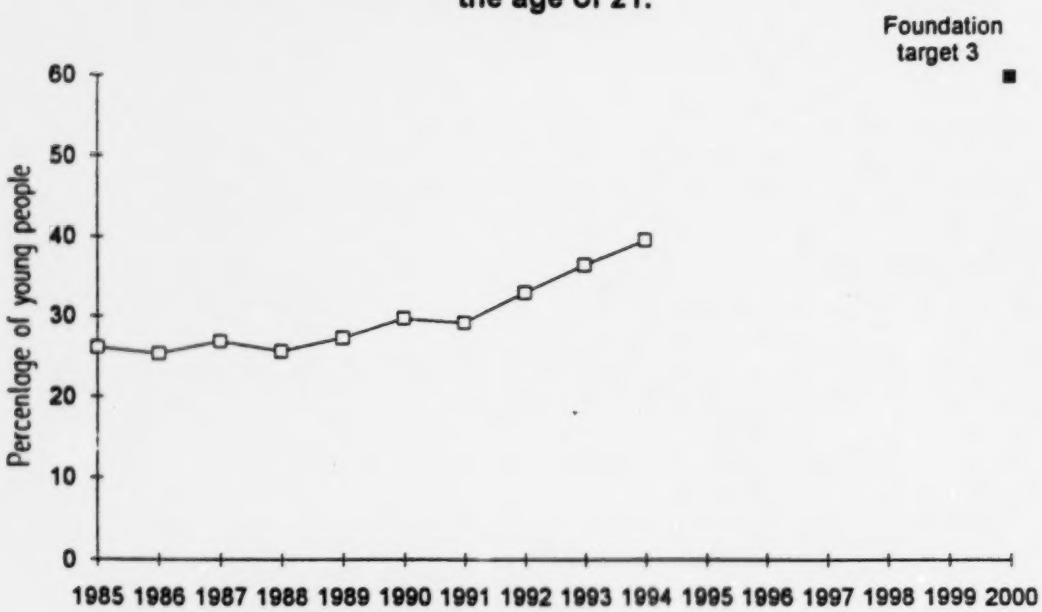
The Government is working to establish measures of the value added schools and colleges make to their pupils. This will allow the changes in attainment over time of pupils or students in a particular school or college with those of the wider student population. This will complement the current national school and college performance data by providing information on what individual institutions have contributed to the achievements of their pupils.

**Figure 9.1: Foundation target 1: Percentage of young people in England attaining NVQ level 2 or equivalent by the age of 19.**



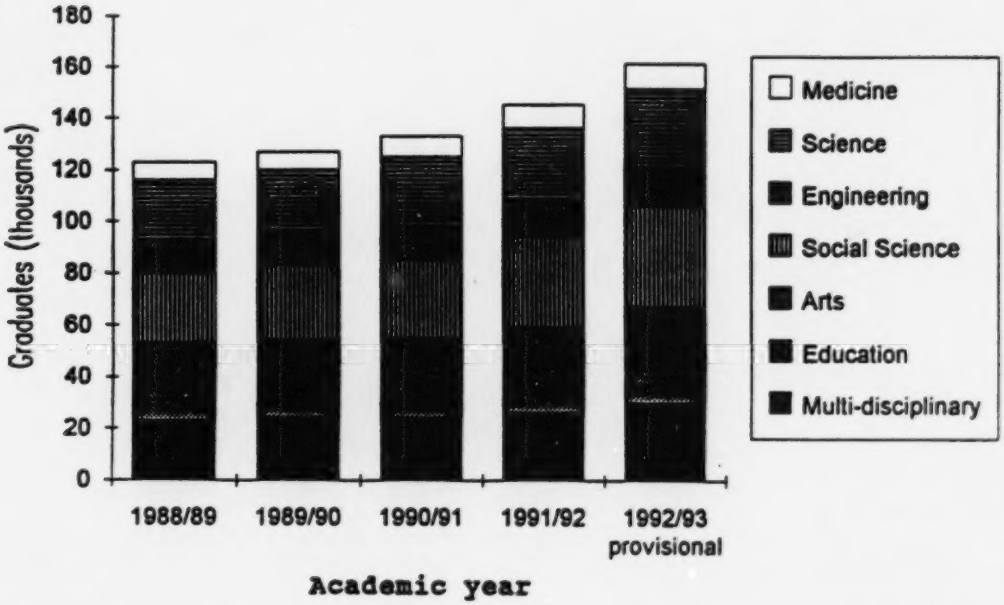

Source: Labour Force Survey
Figures as at Spring of each year

**Figure 9.2: Foundation target 3: Percentage of young people in Engalnd attaining NVQ level 3 or equivalent by the age of 21.**




Source: Labour Force Survey
Figures as at Spring of each year

## Figure 9.3: Home first degree graduates, Great Britain, 1988/89 to 1992/93




## Figure 9.4: Trends in highest qualifications for all people of working age, Great Britain

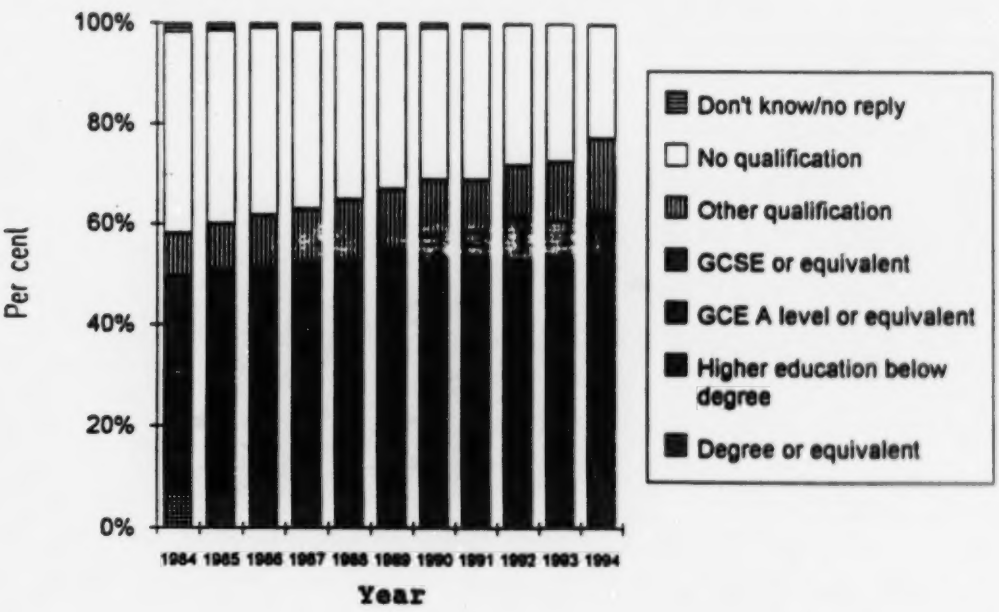


**Figure 9.5 : Key Stage Results 1994**

**7 year olds**

**Percentage achieving level 2 or above**

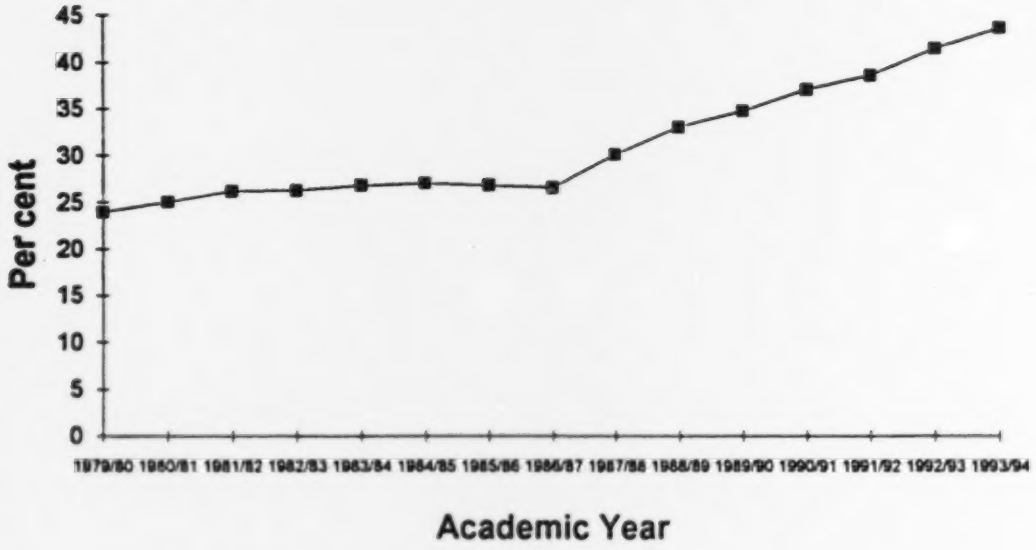
| | Teacher assessment (%) | Test (%) |
|---|---|---|
| English | 79 | - |
| Reading | 80 | 80 |
| Writing | 70 | 67 |
| Arithmetic | 82 | 81 |
| Science | 85 | - |

**14 year olds**

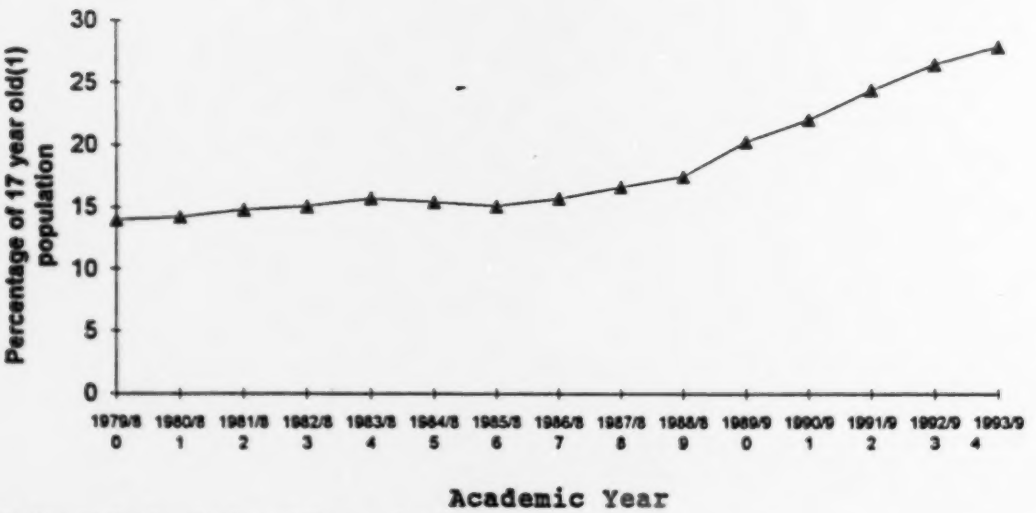
**Percentage achieving level 5 or above**

| | Teacher assessment (%) | Test (%) |
|---|---|---|
| English | 63 | 58 |
| Mathematics | 65 | 60 |
| Science | 65 | 64 |

## Figure 9.6: 5 or more GCSE/O/CSE grades A to C in England, 1979/80 to 1993/94




## Figure 9.7: 2+ GCE A/AS level passes of young people in schools and colleges, England, 1979/80 to 1993/94




(1) Age at the beginning of the academic Year

## CONTACT POINTS FOR FURTHER INFORMATION

**DEPARTMENT FOR EDUCATION AND EMPLOYMENT**
Sanctuary Buildings
Great Smith Street
Westminster
London SW1P 3BT
Tel: 0171 925 5048

**OFFICE FOR STANDARDS IN EDUCATION**
Alexandra House
29-33 Kingsway
London WC2B 6SE
Tel: 0171 421 6800

**DEPARTMENT OF EMPLOYMENT**
Public Enquiry Unit
Caxton House
Tothill Street
London SW1H 9NF
Tel: 0171 273 6969

**DEPARTMENT OF THE ENVIRONMENT**
2 Marsham Street
London
SW1P 3EB
Tel: 0171 276 3000

**LOCAL EDUCATION AUTHORITIES (LEAs)**

Each of the 108 authorities can be contacted individually, or enquiries can be addressed to either of the two organisations below:

**Association of County Councils**
Eaton House
66A Eaton Square
London SW1W 9BH
Tel: 0171 235 1200

**Association of Metropolitan Authorities**
35 Great Smith Street
London SW1P 3BJ
Tel: 0171 222 8100

**EDUCATION ASSETS BOARD**
Capitol House
Bond Court
Leeds
LS1 5SS
Tel: 0113 234 8888

**FUNDING AGENCY FOR SCHOOLS**
Albion Wharf
25 Skeldergate
York YO1 2XL
Tel: 01904 661661

**FURTHER EDUCATION FUNDING COUNCIL FOR ENGLAND**
Cheylesmore House
Quinton Road
Coventry CV1 2WT
Tel: 01203 863000

**HIGHER EDUCATION FUNDING COUNCIL FOR ENGLAND**
Northavon House
Coldharbour Lane
Bristol BS16 1QD
Tel: 0117 9317317

**HIGHER EDUCATION QUALITY COUNCIL**
344-354 Gray's Inn Road
London WC1X 8BP
Tel: 0171 837 2223

**NATIONAL COUNCIL FOR VOCATIONAL QUALIFICATIONS**
222 Euston Road
London NW1 2BZ
Tel: 0171 387 9898

**SCHOOL CURRICULUM AND ASSESSMENT AUTHORITY**
Newcombe House
45 Notting Hill Gate
London W11 3JB
Tel: 0171 229 1234

**STUDENT LOANS COMPANY**
100 Bothwell Street
Glasgow
G2 7JD
Tel: 0141 306 20002

**TEACHER TRAINING AGENCY**
Portland House
Stag Place
London SW1E 5TT
Tel: 0171 925 6281

**NATIONAL COUNCIL FOR EDUCATIONAL TECHNOLOGY**
Milburn Hill Road
Science Park
Coventry
CV4 7JJ
Tel: 01203 416994

## ABBREVIATIONS AND ACRONYMS USED

| | | |
|---|---|---|
| AMG | - | Annual Maintenance Grant |
| CFF | - | Common Funding Formula |
| CTC | - | City Technology College |
| DFEE | - | Department for Education and Employment |
| DoE | - | Department of the Environment |
| EA | - | Education Association |
| EAB | - | The Education Assets Board |
| FAS | - | The Funding Agency for Schools |
| FE | - | Further Education |
| FEFC | - | The Further Education Funding Council for England |
| GEST | - | Grants for Education Support and Training |
| GCE | - | General Certificate of Education |
| GCSE | - | General Certificate of Secondary Education |
| GM | - | Grant Maintained |
| GNVQ | - | General National Vocational Qualification |
| HE | - | Higher Education |
| HEFCE | - | The Higher Education Funding Council for England |
| HEQC | - | The Higher Education Quality Council |
| HMCI | - | Her Majesty's Chief Inspector of Schools |
| HND | - | Higher National Diploma |
| ITT | - | Initial Teacher Training |
| KS | - | Key Stage |
| LEA | - | Local Education Authority |
| LMS | - | Local Management of Schools |
| NACETT | - | National Advisory Council for Education and Training Targets |
| NCET | - | The National Council for Educational Technology |
| NCVQ | - | The National Council for Vocational Qualifications |
| NDPB | - | Non-Departmental Public Body |
| NVQ | - | National Vocational Qualification |
| OFSTED | - | Office for Standards in Education |

| | | |
|---|---|---|
| PFI | - | The Private Finance Initiative |
| PGCE | - | Post Graduate Certificate of Education |
| PRU | - | Pupil Referral Unit |
| QTS | - | Qualified Teacher Status |
| RSG | - | Revenue Support Grant |
| SCAA | - | The School Curriculum and Assessment Authority |
| SEN | - | Special Educational Needs |
| SLC | - | The Student Loans Company |
| SSA | - | Standard Spending Assessment |
| TTA | - | The Teacher Training Agency |